

**A GENDER ASSESSMENT AND PLAN OF ACTION FOR
USAID/HONDURAS**

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EXECUTIVE SUMMARY

The Gender Assessment for the new Mission strategy in Honduras provides a baseline overview of key gender issues and resources, and initial guidance on gender integration in USAID strategy areas. The Gender Action Plan makes recommendations on how to move forward from this overview to take account of gender differences as a factor in the USAID programming cycle. The initial gender assessment is not a final or a stand-alone document, just as gender is not a stand-alone topic.

Gender Roles and Relationships. Traditional gender roles in Honduras place women in a subordinate position relative to men, focused on the household and childrearing, with minimal involvement in decisions and governance outside the home, subject to the authority of the men around them. These relationships are reflected in the kinds of burdens men and women face as a result of poverty and the options available to them.

Gender intersects with other key social variables – all men and all women do not face the same circumstances and the same barriers. In Honduras, differences between rural and urban areas are an overriding concern. Rural poverty is the principal target of both the government and the donors in their efforts for sustainable growth and development.

Social Institutions. To understand the potential affect of gender on the USAID program and of the program on the status of women, gender analysis examines not only the relative roles and resources of men and women but also the ways in which the institutions of the society – education and health systems, government structure, family structure, among others – help define and support the gender relationships. The schools not only cover mathematics and history but also reaffirm the expectations about what boys and girls will do as adults. Men’s reluctance to enter health clinics is a product not only of childhood experience but also of the reception of the clinics themselves. Electoral systems are designed to ensure business as usual in governing positions.

The potential for change through institutional reform has been a key tenet of the USAID/Honduras program. The curriculum for EDUCATODOS was designed to challenge the boundaries of traditional gender roles, a factor noted and praised by students. The changes in the nomination process for the Supreme Court and in the election format in the municipalities have opened the field to new candidates, and improved equity and opportunities for women. New employment opportunities for women have meant that women in both urban and rural areas are entering the formal workforce and earning incomes. Gender relations are not static, and institutional change does affect them, both positively and negatively. As a part of the fabric of the social and economic structure, gender relations affect and are affected by development programs.

During the last decade, the Government of Honduras and civil society organizations have given increased attention and importance to issues of the status of women and the human rights of women. With the recent passage of three key laws, and the President’s elevation of the national plan of action for women to official state policy, the Government and women’s organizations are focused now on implementation and enforcement. The

National Women's Institute (INAM) is responsible for overseeing a process of gender integration across all government programs. Domestic violence has been the most visible and urgent concern of women's organizations. Government prosecutors, courts, the National Human Rights Commission, and women's advocacy groups are working together to achieve the results promised by the 1997 Law against Domestic Violence, and to correct its shortcomings. A broad federation of NGOs, FOPRIDEH, has adopted gender and individual safety (*seguridad de persona*) as a focal issue for action, explicitly linking the status of women and domestic violence to the growing threat of violence throughout the society. At the same time, in all these efforts, government financial support is weak. The funds for INAM are only half of those required to meet its mandate. These programs continue to be sustained by donor support and pressure from women's organizations in the cities. Carrying these efforts into isolated, poor rural communities remains a significant challenge.

Themes. This Assessment is built around five themes that resonate through all aspects of the USAID/Honduras strategy, providing a brief analysis of gender considerations in developing these themes.

- **Poverty:** Poverty reduction is the prime objective for the Government, the G-15 donor group, and the USAID/Honduras strategy. Gender relations are a key factor across all aspects of the poverty reduction strategy. Women and men are affected differently by poverty and have different options open to them for dealing with these effects. In general, women are more likely than men to be poor, particularly if they are heading households. The impacts of activities to reduce poverty are mediated by the relationships between men and women in the community and the household.
- **Policy:** USAID/Honduras is interested in policy change, across Strategic Objectives. A gender analysis at the policy level focuses on the way the policy plays out at the individual and community levels. Poverty reduction depends on economic growth and macro-economic approaches to the conditions for growth. But, the benefits of poverty reduction activities have to be seen at the micro level. Gender relations and the institutions that support them are an important part of this process.
- **Youth:** Alienation and marginalization of young adults are reflected in problems normally associated with young men – violence, drug abuse, unemployment. The solutions focus on law enforcement, workforce preparation, and job creation. Young women face this same marginalization and even greater barriers to a bright future. They are part and parcel of the same issues. Adolescent pregnancies and family responsibilities limit their mobility, and lack of job skills and restricted local opportunities provide little vision for the future. Programs for youth should be designed to take account of both aspects of the problem – young men and young women..

- **Governance and Decentralization:** Increased citizen participation and decentralization are central to USAID's approach to improved governance, service delivery, and job creation and income growth. Both men and women are more likely to become involved in local than in national issues, but they often do not champion the same issues. Decentralization of services like education and health are likely to affect women more than men because of women's childrearing responsibilities. Further, men and women face different constraints to participation, and the means of getting them involved may differ. Women in municipal leadership position may benefit from training in subjects like leadership styles directed to them as women.
- **Security:** Violence and fear are underlying constraints in the entire strategy. Violence is intended to intimidate and control, and is a key factor in the status of women in Honduras, and violence against women and domestic violence are interlocked with the broader spread of the use of force and intimidation throughout the country. The prohibition and prosecution of domestic violence, like reform and enforcement of the Criminal Code, is only one side of the approach to the problem. The other part is to reduce the incentives for violence by increasing access to legitimate avenues to power and participation, and by generating new opportunities for achievement within the system.

USAID/Honduras approach to gender integration. The Mission's approach to gender integration is sectoral, so that each Strategic Objective team is responsible for the analysis, programming, and monitoring of gender concerns within its program. The focus on gender integration within each set of activities matches the approach of the Maduro administration for government programs, strengthening the potential for a collaborative approach with government and NGO partners. The Gender Action Plan outlines key issues and recommended actions for each Strategic Objective area.

The requirements for gender integration in the ADS (USAID Automated Directives System) make clear that gender integration is not a one-time action by the Mission. Gender integration is an on-going and variable process intended to be an integral part of the way the Mission goes about its work.

I. Introduction

The Gender Assessment for USAID/Honduras was developed as a part of the process for defining the Mission Strategy for FY 2004-2010. The purpose of the assessment is to provide an overview of key gender issues in Honduras, to make recommendations about the actual and potential role USAID may play in dealing with these issues, and to identify ways in which gender relations are a factor in the USAID strategy either from the point of view of the impact of gender relations on program impacts or the potential effect of the program on women's status.

The assessment was carried out during two weeks in November 2002, through review of Mission documents and discussions with members of the strategic teams, and interviews with government officials, donors, NGOs, and project implementers. In a brief field trip, the assessment team also met with beneficiaries of several projects. Rapid assessment techniques like those employed here are useful in providing an overview of the situation and recommendations that present broad outlines for guidance. The scope of work for the assessment is found in Annex A. Specific actions will require a more in depth analysis. Individuals and institutions interviewed for the assessment are listed in Annex B. Annex C lists documents consulted.

USAID/Honduras has made an effort to take account of gender in its programming for some time. The results of this integration are particularly evident in the curriculum and organization of education activities, especially EDUCATODOS, and in the approach to population and health activities. The devastation of Hurricane Mitch, followed by the intensive re-building program tended to push gender analysis and issues to the back burner. The current strategy, however, returns the Mission to a focus on long term sustainable development and poverty reduction. For both the government and the donors, gender relations are a central crosscutting consideration in programming and results, and this attention is evident in USAID planning as well. The willingness to re-visit gender issues as an integral part of its program is demonstrated generous collaboration of the SO teams, Mission staff, and partners, with the assessment team, and their understanding of the issues and interest in exploring the impact of gender on their programs and means for incorporating the issues into their activities.

The report is in five parts:

- Section II provides an overview of the current USAID requirements incorporating gender into USAID programs.
- Section III is a broad-brush examination of the status of women in Honduras.
- Section IV discusses the national context for USAID strategy in terms of identification of gender issues, legislation proposed or on the books, and civil society organizations, government agencies, and donors active in the arena.
- Section V focuses on five themes that underlie all aspects of the USAID strategy that are particularly salient in the gender assessment of the Mission program.
- Finally, recognizing that this assessment, undertaken as part of strategy development only initiates the process of gender integration called for in the ADS, Section VI outlines the next steps that will follow from this assessment.

II. Gender in Development

In its current Automated Directives System (ADS), USAID has instituted specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society, in terms of the roles they play, which are interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of the definition of this relationship are important in applying gender analysis to development – different and interdependent roles, and relations of power and access to resources between men and women.

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.” (DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation. OECD: Paris. 1998).

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the status of women**. The point is to look for the implications for men and women of any program or policy, and to make the needs and experiences of women and men an integral part of the design, implementation and monitoring.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results but also to promote gender equality and empowerment of women.

Gender Integration means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. The roles and relations of power between men and women affect who does what in carrying out an activity, and who benefits. Taking account of the inequalities and designing programs to reduce them should contribute not only to more effective development programs but also to greater social equity. Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender Mainstreaming is the term adopted by the 1995 Fourth World Conference on Women in Beijing, to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation, and decision-making procedures.

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between them, but it also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender-based constraints and effects at all levels and the incorporation of this information into policy-making, decision-making, budgeting, and program design and implementation.

Basically the ADS requirements involve:

- Technical Analyses & Strategic Planning (ADS 203.4.11);
- Performance Monitoring Systems for SOs and Intermediate Results (ADS 201.3.4.13);
- Activity Design and Activity Approval Documents (ADS 201.3.6.3);
- Issuing RFPs (ADS 302.5.14) and RFAs (ADS 303.5.5b).

The present report deals with the first item, Technical Analyses and Strategic Planning. The ADS states, “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” The Gender Assessment is not a stand alone document. Gender integration means that gender analysis is a part of each sectoral assessment. This report is intended to provide the Mission with a sort of baseline and reference document, providing a broad overview of the status of women in Honduras and of key gender issues, supported by statistics and an accounting of the resources and programs of the government and other donors.

Gender analysis refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender differences and relations cannot be isolated from the broader social context.

Differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.

The Gender Plan of Action that follows the overview and issue identification defines specific recommendations by Strategic Objective area. To complete follow on tasks to the assessment, and respond to the other ADS requirements, each Strategic Objective

team may use the materials from the assessment to construct activities and performance indicators that reflect the sector-specific gender analysis.

III. The Status of Women in Honduras

Examination of the status of women relative to men helps identify points at which gender relations may impact programming, and may provide baseline measures for indicators of change in status. Government and donor initiatives alike are directed to reducing the grip of poverty in the country. Experience has shown that the effects of poverty tend to fall disproportionately on women. The government estimates that two-thirds of the households live below the poverty line.

The statistical picture presented for women is mixed. New employment opportunities for women are matched by an increasing dependence on women's income. Girls are more successful in school than boys, but less successful in the job market, in part a reflection of the inadequacies in the educational system itself. Health statistics illustrate the continuing grip of poverty. Inequity in terms of power is apparent not only in the statistics on political participation but also in the statistics on domestic violence. From the point of view of this assessment, an important lesson to take from this brief description is the recognition of change. Gender is a dynamic factor in poverty reduction and development, and attention to the shifts in roles and in access to resources and power should be a part of development strategy and implementation activities.

Education: The USAID strategy identifies human resource development as a major constraint to economic growth and participation in the global economy. The shortcomings of the public education system are well known. In spite of high initial enrolment rates (nearly universal in the primary grades), repetition rates are high, and only about 65% of young people graduate from sixth grade. Thirty-one percent of women aged 15 to 49, and 25.5 % of men aged 15 to 59, go to school beyond the sixth grade.¹ Honduras falls far below the educational standards identified as necessary for economic growth and poverty reduction. The outmoded curriculum means that even students who stay in school do not achieve skills that prepare them for the workplace.

To the extent that there are differences by gender in school attendance and achievement, girls are higher than boys. Girls are more likely to attend school and more likely to graduate, and this pattern is consistent from pre-school through secondary school. In 1999, 30 percent of the young women in the labor force (aged 21 to 30) but only 16% of the young men in the labor force had completed secondary school. Differences in educational achievement between urban and rural areas are striking, for both women and men. Only 30 percent of the 5000 students trained annually in the CADERH (*Centro Asesor para el Desarrollo de los Recursos Humanos de Honduras*) vocational training programs are young women. This private sector supported program provides certified training in approximately 20 skill areas, but, as a reflection and reinforcement of culturally defined roles, the classes are highly segregated for men and women.

¹ Honduras Encuesta Nacional de Epidemiología y Salud Familiar ENESF-2001.

The EDUCATODOS alternative delivery system for basic education enrolled over 86,700 students in 2001 in grades 1 through 8. More than two-thirds completed the grade in which they were entered. Females again outnumber males in enrolment and success in the alternative program. A recent evaluation of the effectiveness of EDUCATODOS for women who have dropped out of the formal education system was very positive. The curriculum is designed to provide discussion of traditional gender stereotypes and roles and suggest options, and to be responsive to the information needs of young women. Female participants praised the program for their increased sense of self-worth and assertiveness, and for greater understanding of health, nutrition, and reproduction. At the same time, unlike the men in EDUCATODOS, women rarely enjoyed changes in employment status or earnings as a result of their achievements in the program.

Employment and Labor Force Participation²: Women's labor force participation increased from 32.3 percent in 1990 to 44.2 percent in 1999. In large part, this increase, which occurred after 1995, is explained by demand from the *maquilas* and the agriculture processing industry. Men's labor force participation remained constant at 87 percent during the decade, meaning that women's employment accounted for nearly all the growth in the labor force and in jobs during the decade. While most of the new jobs were created in cities, women's economic activity increased in both rural and urban areas. Men and women confronted with poverty have different options available to them. For example, without household and child care responsibilities, men are more mobile than women, and may migrate on a seasonal or long-term basis in search of employment. In part, the increase in women's employment in rural areas may reflect out-migration of men from the rural areas during the same period.

At the same time, women face more daunting constraints in employment than men. Women are most likely to work in industry, commerce and services, while men predominate in agriculture and construction. The job market is highly segregated, even within sectors and average earning of women are lower than those of men. The history of poor work conditions and abuse of labor rights of women in the *maquilas*, which has been corrected, is a reflection of women's lack of options and of power, succumbing to such conditions in order to keep their jobs.

Overall, women face lower-quality jobs – only 35 percent of the female labor force earn wages; a much larger proportion is classified as self-employed or unpaid family workers. Women are nearly 80 percent of the clients of the USAID-supported micro-enterprise programs. Micro-businesses are an important source of income for women and children, but only a minority of these businesses are sufficient to pull a household above the poverty line, especially if they do not have access to the services provided by micro-enterprise development activities. Finally, it is important to remember that because much of women's employment, and income generation activity takes place outside the formal sector and is less visible than men's employment, women's labor force participation is

² Labor force participation is defined as proportion of the population ages 15 and above that is economically active (working or actively seeking work). The reference for the information in this section is the **Strategy for the Reduction of Poverty** (Government of Honduras, 2001).

undercounted. For the same reasons women in the labor force are less likely than men to have access to any benefits associated with formal sector jobs.

Health and Family Size: In spite of a steady decline in recent years, the birth rate in Honduras remains high, second only to Guatemala in Latin America. Women in rural areas have an average of 5.6 children, while women in urban areas have 3.3 children. The national rate is 4.4 children.³ Infant (34/1000 in 2001) mortality rates also have declined over the past decade but they remain high relative to neighboring countries. Chronic malnutrition affects more than 30 percent of children ages one to five years. These factors reflect poverty, but they also are highly correlated with the education of the mother. While the rates are declining as school enrolment increases, they remain relatively high compared to neighboring countries like Costa Rica and Mexico, reaffirming the need to improve educational achievement.

Domestic violence has been the clarion issue for the women's movement in Honduras. As a health problem, the impact on women is significant. According to the Poverty Reduction Strategy (page 16), in the late 1990s, the ECLAC Report on Honduras: Social Policies, Macroeconomics and Productive Base, from reported that every month three women are murdered by male family members and at least five are assaulted by family members. Of these, 47 percent are young people between 16 and 30 years of age.” In an interview, the Prosecutor for Women reported that in 2001 in Tegucigalpa alone there were 2684 cases of domestic violence reported to the Prosecutor. Additional cases were reported only to the police.⁴

Health and family size indicators are correlated with both educational attainment and poverty. Women carry a disproportionate part of the burden associated with these indicators since they are primarily responsible for childrearing and provision of food and health care. Household responsibilities also limit a woman's options as a wage earner, and the larger the family the greater the barrier.

About a fifth of the households are listed as headed by women. These households are particularly vulnerable because they are dependent on women as income earners as well as caretakers. Sixty-six percent of these households fall below the poverty line, compared to 58 percent of households headed by men. Children in female-headed households are more likely to live in poverty than other children. Households that are de facto headed by women because the men have gone elsewhere to look for work, may face similar depressed conditions. Although remittances are identified as a major source of household income, little concrete information is available the extent and distribution of these funds.

³ Data in this paragraph are taken from the **Encuesta Nacional de Epidemiología y Salud Familiar-2001**.

⁴ In this area, statistics on cases reported may be an unrealistic measure of the extent of the problem. Recognizing that the vast majority of the cases are not reported under any circumstances, in general, the number of reported cases increases as the possibilities for recourse increase. The recent passage of the Law Against Domestic Violence may be an illustration of this pattern.

Social and Political Participation:

Women are much less likely than men to hold elected or appointed political positions. Traditional gender roles define a less active and less visible role for women in terms of social participation. Women hold only 9.8 percent of the seats in the National Congress, compared to 90.2 percent for men. Women's representation actually declined in the last election. A recently mandated quota system for women nominees on party planks was put in place for this election. The long-term impact of this change is still open to question. Three women and 13 men currently hold appointments at the Ministerial level.

At the same time, women's political representation at the municipal level may be increasing as a result of a change in the electoral process. Twenty-seven women serve as mayors, and an additional 38 serve as vice-mayors. Men hold mayoral positions in 298 municipalities. The most striking change in the past year occurred in the Supreme Court, where nine of 15 members are women, including the Chief Justice. Again, this shift in the balance on the court occurred when the selection process was modified. These trends may presage a more active role in the future, particularly to the extent that women's local experience can be leveraged at the national level.

In a pattern similar to other developing countries, opportunities do exist for highly educated women in the private sector. The PRSP reports that women and men are equally likely to be in professional and technical professions (albeit in different professions), while 64% of the managers and directors are men compared to 36% women.⁵

IV. The Context for the Assessment: Support for Gender Issues in Honduras

Gender analysis and implementation are not new concepts in Honduras. Among donors and implementers there is a broad openness to discussion of gender issues. The Maduro government has highlighted gender equity and women's issues as a theme across all Ministries. In November, 2002, the *Política Nacional de la Mujer* was declared by the President to be a part of the official state policy. The National Women's Institute (INAM), recognized by law in 1999, is charged with providing assistance in this task. Gender is also incorporated as a cross-cutting theme in the Poverty Reduction Strategy and the G-15 plan for support of the government in implementation of the plan. Honduran civil society has been and continues to be an active advocate for the women's agenda at both the national and local level. Recent lobbying efforts on the part of civil society working groups, and their international donor counterparts, have brought forth three key laws: the Law against Domestic Violence (1997), the Law of the National Women's Institute (1999), and the Law for Equality of Opportunities for Women (2000).

Gender and the Honduran Government

Since the 1970's, women's organizations in Honduras have been lobbying their government to monitor gender implications in official state policy. In the early years, these efforts were presented as a "feminist agenda" and were slow to be accepted by the authorities in power. However, international attention to gender equity and women's

⁵ Poverty Reduction Strategy Paper, page 16

issues began to have an influence on government officials and policy. In 1982, Honduras ratified the International Convention Against All Forms of Discrimination Against Women, and in 1995, Honduras signed the Action Platform approved at the Women's World Conference in Beijing. Congress passed an Anti-Domestic Violence Act in 1977, as momentum built slowly toward a more comprehensive and fundamental approach to gender equity.

Under the Carlos Flores administration, the *Politica Nacional de la Mujer* (National Policy for Women) was developed, and the law establishing the National Institute for Women (INAM) was passed in 1999. The policy slowly began to take shape. The Ministry of Finance (MOF) undertook an effort to track, monitor, and evaluate gender as a variable in Ministry proposals and budgets. A special MOF taskforce was formed to establish criteria for gender integration. A preliminary investigation to determine what gender as a concept means to government employees found little understanding of gender as a technical concept. The taskforce recommended a program to educate Ministry personnel about gender integration and prepared materials for the training. The program was halted, however at the end of the Flores term and the task force disbanded. The current Minister of Finance is quite reticent to re-consider the program.

In 2000, when Ricardo Maduro was elected President, the future of INAM and of the policy on mainstreaming gender across the government was uncertain. The Administration's support for gender issues was made clear first, by the strength of the leadership appointments in INAM, and secondly by the President's decree in November 2002, that the *Politica Nacional de La Mujer* be considered a part of national state policy. Accordingly, all Ministries and government agencies have the responsibility to incorporate this policy into their strategies and programs. INAM, with Ministry status, and linked directly to the Office of the Presidency, has been accorded the responsibility for providing assistance to the Ministries in meeting these requirements and for monitoring both compliance and results.

INAM currently is seen as having an advisory role to other Ministries, responsible for providing technical assistance in gender integration and acting as official coordinator for women's issues. Its task, done thoroughly, is enormous. INAM cites the following list of responsibilities:

- educating Ministries about gender as a technical issue;
- coordinating gender training and research;
- incorporating a focus on women's issues and gender equity in the decentralization process;
- institutionalizing the practice of gender mainstreaming into all government bodies; articulating sector-specific gender issues;
- acting as government liaison with the women's movement;
- and, managing donor-funded projects to promote gender equity.

The *Politica Nacional de la Mujer* is the legal and institutional framework for INAM's plan for action, targeting five specific areas of concentration: Health, Education and Communication, Economy and Poverty, Violence, and Social Participation and Politics.

Within each area, the *Politica Nacional* details a series of actions and the corresponding agencies for carrying out the actions. INAM also cites coordination with several on-going programs including:

- Ministry of Agriculture and Livestock (SAG): The Policy for Gender Equity in Agriculture
- Secretary of Natural Resources and Environment (SERNA): The Policy of Equity of Gender
- Secretary of Health: The Policy of Sexual and Reproductive Health
- Secretary of Finance: Incorporation of a gender focus in budgets of public institutions.⁶

The plan also supports the importance given to gender as an integrated factor across all aspects of the government poverty reduction strategy.

The actual implementation of the *Plan Nacional* will be challenging. While INAM is responsible for coordinating and supervising the implementation of the *Plan Nacional de la Mujer*, the actions are to be completed by various government entities. However, INAM operates without enforcement authority, has an annual budget of only \$8 million Lempiras (approximately \$475,000 USD). INAM generally is seen as a weak organization, although under the current administration, it has been afforded more visibility than in the past, and has shed the political scandal that marred its first years. The new First Lady has adopted domestic violence as an issue for her personal attention, providing additional support to INAM's efforts.

For INAM, the biggest issue at this point is the budget, which is estimated to be only half of the amount needed. In addition to government funds, INAM has support from several donor groups. Sweden has contributed to staffing, others (e.g., UNFPA, Spain, IDB, are supporting specific activities.) The agency also is looking for ways to raise money, for example, by administering and managing donor contracts or grants.

A potentially important function for INAM is program monitoring, coupled with information collection and dissemination. In Honduras, as in most other countries, few data are available to measure gender differences, document gender relations, or monitor change in status. At present, information gathered by the National Statistics Institute (INE) generally is not disaggregated by sex for reporting, and, according to INAM, INE does not have the capacity or the inclination to undertake this task. INAM intends to develop a set of indicators about gender relations and the status of women across sectors, and put mechanisms in place to gather the necessary information.⁷ INAM recognizes that for this process to be sustainable, the work of INAM will need to be integrated with that of INE so that sex disaggregated information and gender indicators are incorporated into the national census and household survey.

On another front, the Special Program for the Rights of Women, recently put forth by the Ombudsman in the National Human Rights Commission (CONADEH) adds a potentially important oversight and enforcement vehicle to efforts to protect women and eliminate

⁶ As stated above, this program no longer exists.

⁷ Various efforts have been made to develop a comparative set of gender-based indicators for all countries in Latin America and the Caribbean (e.g., by CEPAL), and INAM may attempt to use these as a guide.

discrimination. The National Human Rights Commission was established by law in 1995. Although the protection and promotion of the human rights of women always has been a part of the work of the Commission, across thematic areas, the special program is intended to provide direct attention to the issues of human rights of women, and to serve as a vehicle for educating public officials and women themselves about gender, women's rights, and procedures, and for reinforcing mechanisms for enforcement.

The work of the Commission focuses on violations of national and international law. In laying out the program for women, the Commission cites general human rights accords as well as the 1980 international convention for the Elimination of All Forms of Discrimination against Women, and the 1995 InterAmerican Convention to Prevent, Punish, and Eliminate Violence against Women. Nationally, the recent laws for Equality of Opportunity for Women and the Law Against Domestic Violence are key pieces of specific legislation. The Commission has investigators to look into complaints and build the cases. It takes these cases to the press and also has the mandate to take them to national and international courts.

The Special Program has laid out an ambitious plan initially for education of public officials, but also for collection of statistics, and pursuit of individual cases related to discrimination, violence, health, political participation, labor, education, and economy. But, the future of the program is uncertain. It was set up with funds from Sweden and has no government funding and no permanent staff.

Gender and the Donors

In Honduras, as elsewhere, the international donor community has been a strong proponent of gender integration, and a push to reinforce the efforts of civil society organizations. Donors particularly identified with activities related to gender integration and women's status, include Sweden, Canada, Spain, Germany, and the various organizations of the United Nations, especially the UNDP. The InterAmerican Development Bank, through PRONADERS, supports an important multi-year program, "*Politica para la Equidad de Genero en el Agro Hondureno*," which takes account of women's roles in agriculture across the board - subsistence plots, microenterprises for processing and commercialization, agroindustry and agroexport, field labor, and small livestock. Other donors, especially Sweden and the UNDP also are involved in this effort.

The G-15 donor consultative group identifies gender equity as a cross-cutting theme and priority area for attention, in its plan, "*Hacia la Transformacion Nacional*," to be presented in February 2003. Particular note is made of support for INAM and the *Politica Nacional*. In compliance with their internal policies and procedures, most donors require recipient counterparts to disaggregate data by sex, pay close attention to women's role in development, and demonstrate broad-based impact in communities they serve. These requirements, in turn, move government organizations toward collecting and analyzing these issues. The Government's Poverty Reduction Strategy, supported by G-15 efforts, highlights gender issues and the status of women as both fundamental and cross-cutting issues in their strategy to poverty alleviation and poverty reduction.

Information from an interview in the Ministry of the Presidency suggests that the process may have come full circle, and the donor pressure on the government in the past will now become government pressure on the donors. The government, through the *Secretaria Técnica de Cooperación*, is discussing the possibility of rating donor strategies for Honduras across several criteria, as a base for negotiation when they are presented to the government for signature. The check list for scoring will include an assessment of costs and benefits, including “who benefits” from the program, support for generation of employment, gender equity, and impact on the poorest areas of the country.

USAID has not directly supported government or NGO programs for gender integration or programs focused on women. In the past, USAID has worked on gender issues on a sectoral basis. This approach is completely consistent with the *Política Nacional de la Mujer*, and its mandate for gender integration within all government programs, much like the USAID ADS requirements. The congruence between the focal areas in the *Política Nacional* and the USAID strategy suggests clear options for USAID to build gender considerations into the implementation of its programs in collaboration with partner organizations and government ministries..

Gender and Civil Society

USAID has put emphasis on strengthening civil society and working through Honduran NGOs as a way of building democracy and increasing transparency. Within civil society there is a general awareness of and concern for gender issues. In Tegucigalpa, a core of women’s organizations focused on women’s rights, and united primarily around the issues of domestic violence has been the driver for passage of key legislation in the late 1990s. Both the *Política Nacional* and the *Política para la Equidad de Género en el Agro Hondureño* were designed through a national consultative process to build consensus and buy-in. These organizations continue to play a vital role in monitoring the implementation of programs and in raising and researching issues. One of the challenges of INAM will be to build on and maintain the buy-in of these organizations to the women’s agenda.

In addition, these organizations often have links to rural communities and serve as a network to carry information and resources to rural women. In an interview, one NGO representative commented that in terms of outreach to communities and to women, NGO coverage is much weaker in urban than in rural areas.

FOPRIDEH (Federation of Private Development Organizations) is a USAID-supported NGO federation of over 70 NGOs. The Federation was created to manage donor funds in support of NGO programs, but recently also moved toward an activist role to lobby for government reforms on behalf of civil society. These reforms have included judicial reforms, political (corruption), and the Immunity Law (which focuses on the prosecution of public servants). In the upcoming year FOPRIDEH will add a specific focus on gender and *seguridad de persona*. This area of concentration is a response to the high incidence of homicide and specifically domestic violence.

To conclude, an example is offered of the role of civil society organizations in the implementation of laws by government agencies. An informal committee has been formed to strengthen the effectiveness and reach of the Law Against Domestic Violence. The group, which consists of judges who work with domestic violence cases in both the *Fiscalia* and the family courts, representatives from the mayor's office in Tegucigalpa, from the Human Right's Commission, INAM, and representatives from national women's organizations, meet monthly to sort through problems in the process of compliance with the law. Most recently, the group has been putting pressure for reform of the rules that impede women from gathering evidence to take an abuse case to court, such as the "fee"-based collection of evidence from police to prosecute the batterer (in the *fiscalias*) and the conflict resolution compliance in the family courts where women are forced to face their batterer to work out differences, often leaving them even more vulnerable than before to violent repercussions.

V. Themes

To present the ways in which gender relations may affect development programming in Honduras, the assessment focuses on five broad themes that are present across all components of the USAID strategy. The Gender Plan of Action, which follows the assessment, then applies these themes to the specific sectoral strategies. Gender analysis is concerned not only with the roles and relationships between men and women, but also with the ways in which societal institutions reinforce and structure gender relations. The themes are a useful framework for identifying key gender issues and points for potential USAID intervention because they draw attention to this institutional dimension of gender in Honduras.

Poverty

Poverty levels in Honduras are among the highest in the Latin America, and the USAID strategy, the G-15 Transformation Plan, and the Government Plan for 2002-2006, are all directed toward poverty reduction. The government estimates that two-thirds of the households live below the poverty line. The highest proportions of poor households and the most depressed conditions are found in rural areas.

Gender is a part of the face of poverty – women and children are disproportionately affected, as demonstrated by the indicators cited above on the status of women. Poverty feeds upon itself to produce the recurring cycles of inadequate nutrition and poor health, lack of schooling and skills, large families, little or no income, few jobs, little growth, and no sense of the future. The out-migration from many rural communities particularly of working age men also is a direct response to lack of opportunities and poverty. Households headed by women, and in many cases dependent on women to provide income and goods are poorer in general than households headed by men (whether it is a two-parent or single-parent household. Children in female-headed households are more likely than others to be living in poverty.

Breaking these cycles requires new resources, and economic growth at the macro level. It also requires changes in individual lives. Gender roles and relations are important factors in determining how economic growth is translated into poverty reduction and improvements in individual lives. Economic growth and poverty reduction should be reflected in an improvement in the status of women.

For economic growth to have an impact on poverty it must be translated into expanded employment opportunities and incomes. Job creation and workforce development are key components of the USAID strategy. In Honduras as in other countries, the labor market and the sources of income are highly segregated by gender. “New jobs” is not a generic category; social and economic impact varies by whether the jobs are filled by women or by men. The analysis of employment creation through investment or trade should include not only number of employees, skill requirements, geographic location, etc., but also gender (i.e., What proportion of these jobs will be filled by women or men?). This information will be useful not only for recruitment and training but also for tracking potential social impacts and designing activities in response to these effects.

- For example, during the past decade in Honduras, almost all new employment has been accounted for by women, in the *maquilas*, in agricultural processing, and in self-employment. In a depressed area, what is the effect on household organization when women become the chief breadwinners? What impact does pattern have on the behavior and self-image of male “heads of households,” on children, particularly in terms of education, and on the women themselves, with the combined responsibilities of paid employment and household tasks?
- In another example, a shift in agricultural products and production (e.g., from traditional crops to vegetables for export) may increase the demands on family labor. What is the effect of this change on women’s capacity to earn and control income, or on her status in the household relative to the man, on the demands on children’s time, or on the allocation of household tasks? How will it affect the potential availability of women for outside employment?

Studies has consistently shown that income controlled by women is more likely than income controlled by men to be directed to household consumption (e.g., food, health, education, clothing), and that well-being, particularly for children, improves more directly with increases in women’s than in men’s incomes. This finding has potential implications for both poverty reduction and poverty alleviation.

- First, increasing employment opportunities and entrepreneurial options for women is likely to be a key component of reducing the effects of poverty because of the way the benefits are channelled. The CARE food for work programs have recognized this dynamic in their programs and have taken steps to ensure that women as well as men receive food, and in sufficient quantities to reach all members of the household.

- Secondly, it points to an issue of who actually makes decisions about expenditures. A firm in one Latin American country for example, found that women employees preferred to have their wages deposited in the bank rather than paid in cash so that they personally could maintain control to how the money was spent.
- Thirdly, it focuses attention on the types of jobs available to men and women. Women's earnings on average are consistently lower than men's earnings, and, historically the new jobs opening for women in Honduras have been low skill, often with poor working conditions. Increased opportunities for women is a part of the poverty reduction strategy but attention also needs to be given to the quality of these opportunities (i.e, earnings, working conditions, location and access, organization), and of women's access to training, skills, information, and connections to compete successfully for the most attractive jobs. A program that generates a lot of new jobs for poor women, without attention to the quality of these jobs may actually depress the status of women relative to men.

Monitoring employment results separately for women and men will alert the Mission to potential inequities in economic growth results, or to improvements in the status of women. It also may suggest supplementary activities to be undertaken to increase the impact of growth on poverty reduction.

Gender also is a factor in analyzing and understanding the demand for and availability of social services provided by the government and donors, often as a safety net for those living in poverty. In accordance with the attention the Mission gives to decentralization and participation, particular efforts could be directed to ensuring women 's involvement in articulating their needs and in assisting and/or overseeing service provision.

Policy

With the end of the rebuilding process after Hurricane Mitch, donor and government programs are moving back to a concern with conditions for long-term change and sustainable growth. Accordingly, the USAID strategy across sectors incorporates an increased emphasis on ensuring that an appropriate policy framework is in place to achieve sustainable growth.

The attention to change at the policy level is important to the gender assessment in two ways. First, macro-level policy is not gender-neutral. Analyzing how the policy plays out at the individual and household level is an important part of the strategy process and of monitoring results and impacts. Secondly, significant new laws and policies related to the status of women have been enacted recently in Honduras. Support for implementation of these laws and knowledge of their implications for other activities are important components of the strategy definition and programming processes.

Of all USAID activities, macro-policy is probably the most difficult in which to visualize a potential contribution from gender analysis. Yet, policy formulation and adoption is

almost always a contentious process, because of differences in interests among various groups in society. Business and professional associations, and lobbyists exist primarily to analyze and articulate the impact of policy and to influence its direction. Likewise, the interests of women and men often differ systematically in the way policies affect their daily lives. Civil society, particularly women's organizations, plays a role in articulating these interests and influencing policy. But, their resources and breadth are limited. Donor support for civil society organizations that articulate and support the interests of women may contribute indirectly to understanding and acting on gender analysis of policy positions

Gender analysis by USAID at the initiation of the policy process involves looking at the results the policy is expected to achieve in terms of the men and women who will be affected by the policy. For example, USAID anticipates supporting the government in making Honduras more competitive in global markets and increasing the country's role in regional and international trade agreements. How will these policies affect small farmers as opposed to large farmers? What effect will they have on prices of food purchased in the local market, or for items that are imported? How will they affect the income earned in the informal sector? What will be the impact on market access for small businesses involved in food processing? All of these questions have gender dimensions.

In another example, USAID's role in reforming and implementing the new criminal code has had significant implications in the enforcement of the Law against Domestic Violence, because of support for the *Ministerio Publico*. The offices of both the prosecutors for Women and for the Family have roles in identifying and prosecuting cases of domestic violence. Explicit recognition of this gender dimension for USAID's policy level activity will enable USAID to provide more focused and therefore effective support in the future in this area.

A third example is provided by USAID activities in the area of natural resource management. The uses of a resource like water are almost always gender specific because they are linked to gender roles in the household and in production. Policies that control access to water or place requirements for management systematically affect men and women differently. The broad lesson from these examples is that the involvement of stakeholders in the policy formulation process, and attention to diversity among the stakeholders are important to recognition of gender considerations.

Policies concerning the status of women: As outlined above, during the past decade, actions of civil society and the government focused on the status of women have been directed to policy change, resulting in the passage of several key pieces of legislation. At the initiation of the new administration, attention has shifted to enforcement and implementation, as discussed above.

Like other policies, implementation of these laws may produce unexpected or inequitable results. As this process moves forward, USAID may be in a position to support corrective reforms or to assist in monitoring the results. For example, the *Fiscalia de la Mujer* in the Public Ministry is involved in implementation of the Law against Domestic

Violence and has identified problems in the law itself and the need for training and monitoring of the enforcement of the law in relatively remote rural communities. These requirements overlap with USAID programming in both the Public Ministry and in strengthening municipal governments.

Youth

The focus on sustainable long-term change inevitably forces attention to young people. The marginality of young adults has been identified as both a cause and a result of the recurring cycles of poverty and of the increasing violence and threats to personal security. Youth gangs, adolescent mothers, school dropouts, unemployment, homicides, and alcohol and drug abuse are indicators of this marginality and point to the necessity of addressing the needs of young people directly. Awareness of gender differences in roles, expectations, and resources for young people is an important component of defining effective responses to these problems. Gender analysis of the situation of youth also points to the links between the roles of young men and women. Programs directed to young men will have repercussions for young women, and vice versa.

The issues identified with youth as a “problem” generally are associated with young men (e.g., gangs, violence, alcohol and drug abuse, unemployment), and are translated into activities for improved law enforcement, skills training, workforce preparation, and job creation. Young women face the same lack of opportunity and vision for the future as young men, usually with even greater constraints than those facing young men – restricted mobility, family responsibilities, early pregnancies, narrowly defined job options. Further, young women continue to face a cultural definition of their role as supportive of and inferior to men.

As USAID programs are developed to deal with youth as a sub-group, gender is a factor within these programs in terms of their results and in their potential effect on the status of women. For example, developing a base of education and skills within the emerging workforce to support new investment (foreign and domestic) and employment generation, should not be limited to young men. Driven by depressed economic conditions and drawn by new opportunities, young women are entering the workforce in increasing numbers. Honduras cannot expect to compete effectively in global markets unless women as well as men have the necessary skills and circumstances to respond to employment markets. At this point, the new jobs attracting women are generally low skilled. Economic growth will require building a broader base of skills and of jobs covering a range of skills requirements, and both men and women workers must be prepared to fill this demand.

Adolescent reproductive health and the issues of surrounding adolescent pregnancy and young mothers are approached most effectively through strategies that involve young men as well as women. Early motherhood reflects a particular set of gender relations and roles, and it also perpetuates these roles. Understanding and dealing with these underlying relations is key to behavior change.

Alienation and marginalization of young adults is a problem around the world. The youth gangs are a complex manifestation of this alienation. One part of the solution may lie in improved law enforcement. Improved opportunities in education and jobs, and hope for the future are another part. Direct efforts to engage young people – both male and female – in confronting community problems also may be a factor in breaking their isolation.

Governance and Decentralization

An underlying theme of the USAID strategy is the importance of governance as a factor in sustainable change. Transparency and control of corruption involve, among others, reforms of the processes for selection of public officials, and increased participation of citizens and civil society organizations. One tool for achieving these objectives, which is echoed in the strategies of the G-15 and of the government, is support for decentralization. USAID activities support decentralization of delivery of services through the municipal development activities, and more generally seek to strengthen local activities and opportunities by focusing on secondary cities. A gender analysis of these activities involves an understanding of factors related to participation of men and women, of the articulation of issues of particular concern to women, and of the impact of employment and other activities on the relationship between men and women.

Activities for strengthening municipal government have been a critical part of USAID's support to the government's plan for decentralization of service delivery and increased participation. The number of women in elected positions at the municipal level is increasing, in part as a result of changes in the election procedures. Men and women leaders tend to differ in experience in the political realm, self-perception, and style of interaction with constituents. The Alianza de Mujeres Municipalistas de Honduras was formed in response to these differences – to provide women in elected positions with support in the political party system, with issues of self-esteem, with understanding and dealing with the issues they face as politicians because they are women. These differences by gender may be a factor in design of training for municipalities, particularly as it relates to leadership and management.

Some people expressed the impression that, in Honduras, increasing women's leadership and participation is seen as a means toward increased transparency and less corruption in government. Women are seen as outsiders and less likely to have not been compromised by the male elite network.

Both men and women are more likely to involve themselves with local than with national issues, but the issues on which they focus and the ways they participate are usually not the same. In community development activities, when men and women are asked to map their communities, the points they emphasize are very different, illustrating their separate interests and responsibilities.

These differences present two challenges for programs focused on increased local participation. Interviews suggest that women are less likely than men to take part in local

committees and activities, a reflection of traditional gender roles. Implementers should monitor the extent to which women's needs are articulated and included in the municipal agenda, and consider taking direct actions to correct the imbalance. A second challenge concerns ways to build women's participation. What reasons do women give for not participating in a committee, attending a training session, or voting? The constraints may relate to the time that sessions are held, to the need to care for young children, to lack of self-esteem and fear of expressing opinions, or to a husband's opposition to participation. Identification of the barriers will suggest solutions. Pointed efforts may be needed to recruit women, or alternatively, new forms of participation may be devised. A focus on young adults in the community may be an important approach both in terms of issues related to youth and to get more women involved. Young women may feel less bound by traditional roles than their parents.

The Government plan calls for decentralization of delivery of health and education services, both of which are areas of central concern to women as mothers. As the plans for these changes are developed particular efforts should be made to involve local women in the definition of priorities in these services and in the way the services are delivered. This decentralization process may result in the relocation of jobs to local communities and potentially in the creation of new jobs. The training and recruitment processes for these positions may merit attention to ensure equitable access to the information about and recruitment for the jobs.

Decentralization also is a factor in the economic growth objectives of the USAID/Honduras strategy. In recent years, USAID has sought to encourage economic growth and job creation in the secondary cities to provide access to jobs for people living in depressed rural areas and to relieve migration to the major cities. To reiterate an earlier point, monitoring from the point of view of whether men or women move into these jobs is important to understand the impact of the jobs on the communities and on the households.

Historically, civil society organizations in Honduras have been relatively weak, and more involved in service delivery at the local level than in the articulation of citizen interests, and in the lobbying and watchdog roles for accountability of public officials. USAID is providing direct support to the activities of FOPRIDEH (Federation of Private Development Organizations of Honduras), an umbrella organization of national and international NGOs, which recently has moved to become a vehicle for civil society pressure as well as for coordination and channelling of donor funds for NGOs.

The Board of Directors is responsible for identifying key issues for political action, on an annual basis, in accordance with a five-year plan of action. After these issues are approved by the general assembly, a few member organizations take the lead on each issue on behalf of FOPRIDEH. For the coming year, the selection of "genero y seguridad de persona," as one of the focal issues, reflects the importance of domestic violence to the topic of gender and the link of domestic violence to broader issues of violence against persons. At this point, FOPRIDEH is looking for several volunteers to do a diagnostic to guide FOPRIDEH's approach to the topic. One of the possibilities is

to prepare a curriculum for gender training among NGOs and community leaders, with the long-term possibility of having it adopted by the Ministry of Education.

Organizations of and for women occur at various levels. The women's movement, primarily in the large cities, focused on women's rights and the status of women, has drawn together most successfully around the issue of domestic violence. With the recent passage of the three key laws (cited above), the focus necessarily shifts to implementation and enforcement of these laws, and potentially more of a watchdog and reform role. Some urban-based women's NGOs also are involved in direct delivery of services to women in rural areas. Both these groups and the organizations of women at the local level, in cooperatives and other informal groups, may be avenues for involving local women and their leaders in community programs. The INAM recently mandated that each municipality have an Office of Women. When questioned about the effectiveness of this mandate, which is not accompanied by either budget or a specific program, the Technical Director of INAM acknowledged its weakness but said it is meant to be a vehicle available for women to have a role in municipal administration. Local women's organizations in several municipalities already have created the offices.

Security

The increasing presence and threat of violence in all aspects of life in Honduras, rural and urban, influence the expectations for all USAID strategies and programs. The widespread prevalence of domestic violence directed primarily against women and children has been a focus and rallying point for the NGOs dedicated to women's issues. Violence against women is abhorrent not only as a crime against women, but it also breeds violence in the rest of the society. Children who grow up in abusive households are likely to be abusive as adults. Violence is intended to intimidate and control, and is a key factor in the continued depressed status of women in Honduras.

USAID programs are not divorced from the issues of domestic violence and violence against women, but they also have not identified this issue as part of the strategy and have not monitored results in this area. We have identified a number of points at which USAID activities intersect with implementation of the [law against domestic violence.] The impact of violence on the status of women, and the documented links between domestic violence and broader patterns of violence in the society, suggest that to the extent that USAID is involved with issues of physical security and violence, attention to domestic violence should be a part of the package.

Reduction of violence associated with youth gangs also is linked to violence against women and the status of women in general. A recent report from the Special Rapporteur from the UN Commission on Human Rights on "Civil and Political Rights, Including the Question of Disappearances and Summary Executions" (14 June 2002), concludes,

"Many of the victims of extrajudicial killings come from single-parent families usually headed by the mother. The disempowerment of women is closely linked to the marginalization of children. The Government has made some advances in

promoting the rights of women, but these efforts have so far remained piecemeal and sporadic. The Government now needs to formulate and put in place a holistic policy on women's rights with particular emphasis on the empowerment of single mothers."

VI. Next Steps for USAID

The integration or mainstreaming of gender considerations in USAID programs is an on-going process throughout the project cycle. The ADS requires that gender analysis and a gender assessment be a part of the strategy development process so that ways in which gender roles and relations will affect program results or be affected by them are identified up front. Having this analysis as a part of the way the team sees the development challenge for the sector means that it will be built into the fabric of the strategy design, not as a separate side factor but as an integral part of the core activities. Gender integration at the planning stage makes it possible to include gender relations in the evaluation of program results and impacts. Including gender impacts as a part of the evaluation, after the fact, is difficult and often not meaningful. Data are not available and gender is treated as a side issue, peripheral to the main event.

Following from general baseline assessment, gender analysis and integration will be pursued within the sectoral programming by each SO team. Recognizing that gender mainstreaming also is the policy of the Government of Honduras, an important task may be for the team to become familiar with the approach to gender integration being taken by NGO and government counterparts.

The gender analysis should be carried into the indicators and the Program Monitoring Plan (PMP), where appropriate (i.e., at the points where male/female differences in roles, resources, and/or power affect or are affected by the program.) The next step, therefore, is to develop one or more people-level indicators, disaggregated for men and women. The team needs to have the information to know whether gender matters when the question comes up.

The ADS requires that each RFP and RFA include a requirement that bidders take account of gender considerations in their proposals, and that the adequacy of their approach to gender issues be a part of the evaluation criteria for the bids. In most cases, the SO team will need to develop the sector- or activity- specific gender analysis in more depth than what is provided by the gender assessment. This step will best be carried out in tandem with partners, drawing on local understanding and expertise. (In some cases, the additional analysis may point to a need to identify an additional partner with particular expertise in gender relations.)

A key step for each SO team throughout the strategy period is to keep track of what is happening in terms of gender, i.e., monitoring key indicators, asking questions about the participation of men and women, about the results achieved in terms of "who benefits," about the barriers encountered. By including gender as a regular part of project

monitoring the team will catch problems as they develop and get credit for successes in this area.

These steps that follow from the gender assessment do not require additional resources. Gender integration in programming does not change the SO team's task or approach. Gender integration means that gender relations are incorporated into existing processes. It should involve primarily in-house expertise, supplemented by knowledge and experience of counterpart and partner organizations. In addition, there is considerable local expertise in gender analysis and research that SO teams could access.

The Office of Women in Development (EGAT/WID) has recently awarded an IQC to six consortia to provide missions with a vehicle to access technical assistance and training for gender integration across the spectrum of programs. The task order the mission accessed for the gender assessment also is available for assistance in sector specific activities and training. A separate task order for women's legal rights also may be relevant for USAID/Honduras activities. (For information on these resources, contact Shirley Toth in EGAT/WID.)

In responding to the ADS requirements for gender integration, it is important to realize that gender integration is not a one-time requirement that the Mission does, finishes, and checks off its list. Gender integration is an on-going and variable process intended to be an integral part of the way USAID goes about its work.

Gender Action Plan USAID/Honduras

The Gender Action Plan highlights specific points within each strategic area where gender relations may have a significant impact on program implementation and results, or where the program may affect the status of women. Recommendations are offered for actions to uncover, monitor, and direct these results.

The approach proposed for USAID/Honduras is sectoral, focusing on gender mainstreaming within strategic objective programs rather than as a cross-cutting theme. The Maduro government has highlighted gender equity and women's issues as a theme across all ministries. Through gender mainstreaming in sectoral activities USAID will not only strengthen its own results but also contribute to the national goals of increased equity and poverty reduction.

The Action Plan includes the five strategic objective areas, as they were defined in November 2002. Although the sectoral strategies have evolved since that time, the analysis of key gender issues within the sector and recommendations for incorporating these issues into the strategy have retained their basic validity. The next steps for action by the Mission in complying with ADS requirements for gender integration have been included in the Action Plan as well.

The Action Plan applies the material development in the Assessment by theme area to specific sectors. Since this process essentially involves looking at the same material from two different points of view, some retition is encountered in the text.

Strategic Objective: Enabling Environment for Increased Trade, Investment, and Economic Diversification Created.

The USAID/Honduras strategy, like that of the other members of the G-15 donor group, supports the GOH in implementation of its Poverty Reduction Strategy. A focus on gender and gender equity are cited as key cross-cutting factors in both the government plan and in the G-15 plan for donor support to the government. Gender is key factor in poverty analysis and reduction both in terms of the impact of poverty and of strategies for economic growth and increased income.

The Focus on Poverty

From an economic point of view, poverty reduction in Honduras requires sustainable economic growth that will contribute to increased individual incomes and increased equity in the distribution of income. Geographically, poverty is more concentrated in rural than in urban areas, and more prevalent in some parts of the country than others. Socially, the gap between rich and poor households is widening. Some households are more vulnerable than others – elderly, handicapped, certain ethnic groups, and households headed by women.

The gender dimension of poverty focuses on women's greater vulnerability to the hardships of poverty, and lesser access to and control of resources for poverty reduction, compared to men. Women are less likely than men to be employed, and women in the labor force on average have wages that are ___ % of men's average wages. Poverty places particular burdens on women in terms of domestic responsibilities, in providing food, clothing, health care, education, and household maintenance, and in restricting their mobility in terms of migration for employment and income.

Macroeconomic Policy Agenda

The USAID/Honduras strategy for economic growth and poverty reduction focuses on creating macro-level policy and structural conditions to support increased investment, trade, and international competitiveness. Macro-level reform is necessary for sustainable growth and job creation. In the same way that poverty affects men and women differently, the ripple effects from macro-changes also may have impacts in terms of gender. Particular concessions or restrictions resulting from trade negotiations may produce different constraints on small or medium businesses than on large businesses. For example, changes in import regulations may eliminate a market niche filled by a local micro- or small producer. Employment generation is often (or usually) gender-typed. New jobs, whether for men or women, may have powerful unanticipated social consequences both positive and negative – as in the case of the *maquilas*. The location of new jobs, and whether they are held by men and women, will affect social factors like migration patterns and household structure, and the extent of changes in poverty indicators like child welfare, nutrition, and education. Research has consistently shown that income controlled by women has a more direct impact on children and households than income controlled by men.

Gender analysis and social monitoring should be built into design and implementation of the policy agenda. Gender disaggregated social indicators should be developed at the initiation of the policy activity and tracked by the implementing contractor so that unanticipated social consequences – positive and negative – are identified and incorporated into the implementation plan.

Cluster Development and Business Development Services

The economic clusters in which USAID/Honduras is focusing specific business development activities (agribusiness, wood products, tourism) require sector specific gender analysis to identify employment patterns, interdependent gender roles (e.g., in agricultural production), differences in constraints of resource or market access, variation in the potential for men and women in job creation or business development, etc. Identifying these factors at the beginning of the activity and incorporating them into the implementation plan should contribute to program success. For example, special accommodations or training may be required to meet the demand for new employees by a foreign investor, particularly if most of these new employees are anticipated to be women. Opportunities for development of small businesses for selling handicrafts or selling food around an eco-tourism project may be hampered by constraints on women's access to credit.

In business development activities, in agriculture and elsewhere, monitoring would include information about the extent to which women- and men-owned firms are receiving services. Equity considerations in terms of the potential for broad-based income generation or gender equity might be included as a factor in the selection of sectors or businesses. Overall evaluation of the program should track the impact on income and social indicators of poverty, as they apply to men, women, and children.

Employment Generation

Monitoring also is important to track the impact of economic programs on women's status. Employment generation is a key indicator for this strategic objective and for the poverty reduction strategy. Employment indicators should be disaggregated by sex. From the perspective of social as well as economic development, attention also needs to be given to monitoring conditions of work, enforcement of workers' rights, and activities of labor organizations.

Short-Term Needs.

The USAID/Honduras economic growth strategy focuses on poverty reduction through long-term sustainable change. Yet, for the two-thirds of the population currently living in poverty, long-term solutions may offer little relief. Of necessity, the poor focus on survival in the short-term. Existing USAID programs like support for micro-finance, and market development for local artisans are designed primarily for women, to generate income in the short-term. USAID/Honduras has taken two important initiatives to meet these short-term needs. First, actions are being taken to create a self-sustaining micro-finance system, as a consistent source of subsistence income generation and potentially a springboard for local business development and employment. Secondly, the present agribusiness development activity, which is part of the long-term strategy for trade and export development, includes a model for small farm production and marketing of vegetables, which is designed to generate income at regular intervals throughout the year, enabling small poor farmers to take advantage of production for the market.

Recommended Actions:

- Gender and social analysis included in the design of the policy agenda and trade negotiations, and indicators established for (internal) monitoring of social impact. The requirement for the analysis and the development of a minimal number of key indicators should be a part of the RfP for the macro-policy program. The task is not complex. Contractors are simply asked to pay attention to and take account of the social and gender implications of policy activity.
- Gender analysis included in the selection and design process of sector specific activities. Analysis and methodologies already exist for agricultural activities through a UNDP-supported activity with the Ministry of Agriculture. The purpose is to put a gender lens in place in the design of the activity as a tool for increasing impact, and monitoring for gender-specific results.

- Monitor for the impact of the programs on women in terms of working conditions, enforcement of workers' rights, labor organization. This recommendation should be implemented as needed, depending on the extent of employment generation under the strategy. Working conditions and labor rights are important components of the trade strategy. This assessment could be carried out through case studies, or in collaboration with NGOs or civil society organizations.
- Be aware of the required balance in the implementation of the Poverty Reduction Strategy between the short-term requirements for income and subsistence among the majority of the population currently living in poverty, and the long-term macro-programs for sustainable economic growth. Without this balance (and monitoring of social impacts), the Mission increases the risk that its macro-level program will contribute to widening of the income gap in the population and disproportionate accrual of the benefits of growth to only a few.

Strategic Objective: Integrated Water Resource Management

The Integrated Water Resource Management program has adopted a systemic approach to resource management, encompassing the full diversity of water uses (household, production, community) and users (individuals, households, producers, cities and rural areas). The strategy encompasses the physical and social as well as the economic aspects of water access and use. The holistic nature of this objective makes gender considerations a central factor in implementation.

The recommendations for gender mainstreaming under this SO draw on two aspects of gender relations: (1) differences in the roles of men and women, which affect the way they use water and the decisions they make about the use; and, (2) the power relationships between men and women, which affect the relative priority given to competing water uses. Participation is key to implementation of the program, and women and men should be equally involved at all levels of implementation. At the same time, representation alone is not sufficient; particular attention should be given to the capacity of different stakeholders to influence management decisions.

Different Interests.

Studies have shown that men and women see their community and even their households differently, and have different interests. Women are generally responsible for water use for the household, and for waste disposal sanitation. Women are central actors in education of children in homes and schools, and in dissemination of information about resource management. Food processing businesses, agriculture, disaster preparedness committees also are activities where women's interests are central. Men are more likely than women to be in positions of authority at all levels of government, in both urban and rural areas, and more likely to control water use for agriculture and industry. Differences between men and women in interests and in understanding of priorities in water management will affect implementation across all intermediate results. Organizations involved in setting policy, enforcing use regulations, increasing public awareness, and

applying water management practices all need to be aware of the full spectrum of interests in the population. For example, the same public information messages are unlikely to be effective for men and women, or for rural and urban residents.

Different Resources.

Water resource management is ultimately a local and community task. Representation of potentially conflicting interests does not ensure that all interests will be treated fairly. In both organizational strengthening and in policy decisions, attention should be given to ensure that all participants have a voice in decisions. Training programs about the subject matter to provide equitable access to or control of information, or work with the groups on decision making processes may help to level the playing field between men and women. Placing women in key positions (e.g., budget management, enforcement) also may add strength to their position. In this program, as in the other USAID programs to strengthen municipal level governance, attention to transparency and moves to circumvent corruption are important factors in democratic decision-making.

Field Extension.

A significant part of the strategy will be implemented at the community and local level, through the introduction and adoption of new management practices and technologies. The focus for these activities is the rural household, not as a single unit, but as a complex of interdependent gender- based (and generational) roles, responsibilities, and decisions related to water use and management. Working with households requires attention to gender. Extension workers must reach both men and women in the household and the community to ensure that the extension message is delivered to the right person.

Extension agents also need to be aware that men and women may face different barriers to participation and different access to resources for making changes. For example, women unlike men, may not be at liberty to leave the house to attend meeting or training sessions. Or – a woman may be reluctant to express her opinion in public without checking with her husband, whereas her husband would not hesitate to speak in public on her behalf. Experience has shown the value of having both male and female extension workers in communities to increase the access to all household members.

Incorporating these gender-based variables (interests/responsibilities and resources) into implementation plans contributes to efficiency and results. The attention given by the extension workers to the work women does and to her opinions may actually contribute to elevating her status in the household and the community.

Zamorano, a USAID/Honduras partner in watershed management and community outreach, has given considerable attention to effective extension techniques to ensure that they reach women as well as men, and youth as well as their parents. (For example, Zamorano produced a radio novela to inform women about watershed management rather than relying on public workshops. USAID should continue to support the experimentation and training that Zamorano is developing for rural extension in Honduras. Documentation and dissemination of the lessons and techniques to other

organizations and NGOs also would provide a valuable service for program sustainability.

Recommended Actions

- Maintain a proportional representation of key stakeholders and the full diversity of water users, in all participatory forums involved in program implementation. In particular, women and men should be present in equal numbers. (It also is important to recognize that not all women (or all men) have the same interests.)
- All indicators recording the “number of people” should be disaggregated by sex, in order to monitor diversity of participation and to identify particular strengths and/or areas of potential imbalance.
- In decision making and action forums at the local and municipal level, and in organizational strengthening, consider the use of training or other mechanisms to redress any imbalance in resources and power between men and women, or for other vulnerable stakeholders.
- Support should be given to the development and deployment of extension techniques that are effective in reaching and influencing the behavior of women as well men in rural communities and households. While the family is the focus of local extension, the program requires that individual members of the household be involved rather than dealing only with the “household head.”

Strategic Objective: Sustainable Improvements in Family Health

The USAID/Honduras health strategy focuses on sustainable improvements in family health. A key strategic approach is to narrow the gap of access—access to information, clinics, quality medical attention, treatments, and preventive health methodologies. The strategy incorporates best practices in gender integration. Special attention is given to vulnerable populations: the rural, women and children, and particular ethnic groups with greater exposures to health risks. The recommendations listed here are not meant to suggest radical changes in the strategy, but to complement the existing approach.

Men’s Participation

An equitable approach to reproductive and sexual health focuses not only on women and children but men as well. An informed man is a more supportive partner in making decisions that affect the health and well-being of the couple and their children. He is more apt to practice preventive measures and set priorities in urgent health care provision. Health outreach that avoids men in the equation might ignore the gender roles in decision making in the family. Additionally, a man’s lack of knowledge could be harmful to the woman and children.

Recognition of the barriers men face that make them feel uncomfortable entering a health center, particularly a family planning clinic, is an important first step. A health program

focused on prevention should consider strategies to attract their male clientele. In the urban and peri-urban settings, Ashonplafa's relatively recent diversification of services has had an impact on how many men enter the clinics. Expanding their traditional family planning services to include general medicine and specialized care in vision and dentistry services have brought more men in the doors. The clinics can capitalize on the men's attendance for these other services, counseling them in private on the importance of safe sexual practices, family planning, and for supporting women in family health decisions.

A more serious challenge lies in reaching men in the rural setting where the gender roles in health are more severely marked. Men in these regions rarely enter health posts, unless they are very ill. USAID/Honduras does support efforts to target hard- to-reach groups through implementation of expanded (outreach) programs, food security efforts, and condom social marketing campaigns utilizing mass media. New forums for disseminating information to men should be considered in this new strategy. There is a specific need to target rural men in HIV/AIDS prevention programs. It is common practice for rural men travel to big cities to partake in the sex industry. While focusing on urban populations at high risk is essential in combating the major problem, attempts to protect and inform rural men will help reduce the HIV infection rate in the rural female population and vertical transmission to newborns.

Sustainable health programs – a Focus on Youth

Making a special effort to target youth, both girls and boys, is an effective long-term solution towards breaking the cycle of poverty. Honduran youth are growing up without exposure to sexual education information that could protect them from unwanted and unintended pregnancies, sexually transmitted infections and worse. The 2001 National Health Survey, sponsored by USAID, shows that only 46.1% of the girls under the age of 18 interviewed in household survey had received formal sex education. Of the boys under 18 who were interviewed, only 32.6% had received formal sex education. In the same survey, we learn that 46.7% of all females under the age of 18 have had sexual intercourse before the age of 18 and of those young women, 27.9% became pregnant. (site source) These numbers suggest the need for formal sexual education and Information, Education, and Communication campaigns focused on youth.

Some potential strategies for reaching youth:

- *Enhanced Outreach to schools:* Considering that dropout is highest in secondary schools, expanded efforts to reach fifth and sixth graders with sexual education trainings.
- *Make health clinics and health posts more youth friendly:* Support youth resource centers like Ashonplafa have create in Tegucigalpa and San Pedro Sula.
- *Find forums for youth outside the formal school system:* The multi media is a powerful way to reach youth. Even in the poorest areas, people listen to radio. Consider linking up with programs such as EDUCATODOS, which has been successful in providing sexual education to marginalized groups.

- *Reach rural youth:* The fertility rates in the rural area are almost twice the urban rates. These discrepancies should call attention to special youth outreach in rural areas.

Intra Familiar Violence Attention – Enhanced continuance of care

USAID/Honduras does not target spousal and child abuse as a major area of attention in the new health strategy. However, USAID could consider articulating the issue as a penetrating concern within their existing activities. Violence should be addressed as part of the standard health delivery and referral system. Health staff needs to be able to recognize the signs of abuse so they can assist clients in getting help. In addition, there needs to be a deeper understanding of the impact violence has on other health outcomes. For instance, studies have shown that domestic violence increases when women are pregnant. This could have a direct impact on complications in pregnancy and even worse, maternal mortality. Another example is the connection between domestic violence and family planning, where battered women are less empowered to protect themselves in sexual intercourse.

General training for clinic and outreach staff is recommended on detecting signs of abuse, in disseminating information about the rights of women and children, and in putting abused women in contact with services that can protect and assist them. USAID and their counterpart health institutions should make special efforts to build coalitions with other institutions working to reduce intra familiar violence. Together these groups could strengthen the ineffective protective services for women and assure a continuance of care of all abused persons.

Involve All Stakeholders from the beginning of the planning process – a model project for mainstreaming gender in the health strategy of USAID/Honduras

USAID/Honduras has spearheaded the concept of stakeholder participation in the upcoming program to reduce HIV/AIDS in Honduras. The concept lies in involving the input of diverse representation of the targeted high risk groups in the planning process of a project. The Academy for Educational Development is carrying out this technique with their civil society support of HIV/AIDS reduction. They elected an advisory board made up of commercial sex workers, men who have sexual intercourse with men, persons living with the virus, and the Garifuna community. Gender has been a cross-cutting consideration in defining program objectives, assigning indicators for outcomes and creating an effective monitoring and evaluation scheme. Gathering of diverse opinions and experiences and incorporating this knowledge into practice is an essential component of gender integration.

Recommended Actions:

The USAID/Honduras health programs have been designed around a gender integrated approach. These recommendations are offered within this context:

- Attention to and documentation of increased access of men to general health care and especially to assistance for family planning and HIV/AIDS.
- Increase outreach to young men and women for sex education and family planning, especially in rural areas.
- Provide health workers with training and information to recognize victims of domestic violence, and to provide them with information on how to seek assistance and legal redress.

Strategic Objective: Improved opportunities to obtain quality basic education for existing and emerging workforce.

The education strategy focuses on the link between an educated population, or improvements in the human resource base, and poverty reduction. In spite of high levels of access to primary education, average levels of educational achievement in the population remain well below those required for sustained economic growth and success in global markets. Across the board, girls/women show higher levels of achievement than boys/men, but the differences are not great, and neither category approaches average achievement even for the LAC region.

Widespread access to primary education is countered by high repetition and low completion rates, reflecting the poor quality of classroom training and lack of relevance to the workplace. Access to formal education falls off progressively for secondary and higher education. The low completion rate across the board, and the lack of responsiveness in indicators for health, family size, and income normally associated with girls' education reflect the ineffectiveness of the system for both boys and girls. In spite of the lack of gender differences in achievement gender is a key factor in education programming in Honduras. Boys and girls stay in and leave school for different reasons, and the benefits of schooling in the job market and in quality of life also are different for men and women.

Alternative Delivery Systems for Basic Education

The EDUCATODOS basic education alternative delivery system developed by USAID is a key tool for achieving the government's 2015 Education-for-All goals.

EDUCATODOS was designed to counter differential barriers to traditional classroom for young men and women, and both have responded. The success of EDUCATODOS in attracting and graduating students is a testimony to the benefits of building a curriculum that is gender aware and responds to what students need to know, and providing flexibility in location and timing that meets the constraints of the daily lives of the young men and women. A recent evaluation of the impact of EDUCATODOS for women pointed to the importance of the curriculum in strengthening women's self-esteem, in providing information about reproductive health, and in giving them self-confidence in their business transactions. Benefits for men are measured more directly in increased earnings.

As EDUCATODOS moves forward to develop the curricula and delivery of grades 10 and 11, continued priority should be given to the gender content of the curriculum, relevance to workplace requirements, and to the flexibility that allows and encourages both men and women to attend.

Vocational Education and Skills Training

USAID also has invested in the vocational education system in Honduras, in both in institutional structure (CADERH), and recently, in infrastructure. Continued support to the system will focus at least initially on policy reform to coordinate public and private institutions and to link vocational education more directly to the private sector. Increasingly, workforce development is understood as a lifetime process of learning, built on a base of basic education and training, and then updated as new technologies and products emerge. The availability of educated and skilled workers and the capacity for continuous skills training are important factors in successful competitiveness in global markets. Involvement of employers and investors in workforce development is essential so that employers have access to the skills they need and students find jobs.

Many of the basic building blocks for the system are in place – local training centers managed by the community, potential government financial support, enforced standards for instruction and certification, and the capacity to combine academic and technical training by teaming with EDUCATODOS. At the same time, eighty percent of the students in the vocational centers are young men. The majority of the skill areas covered in the centers are for stereotypically male jobs, and few young women apply.

Under the new strategy, USAID/Honduras will support reform of the structure for skills training. Recognizing the imbalance between young men and women in the system, the strategy has targeted recruitment of young women for training in non-traditional careers. This activity is important in breaking down stereotypes in the job market and opening new opportunities for women, although the short-term impact on women's employment is likely to be small.

Two additional measures are suggested for inclusion in the reform process to increase the effectiveness and responsiveness of the system. First, the scope of training offered in the vocational centers could be expanded. Limiting instruction to the skill areas developed for certification by CADERH reduces the flexibility of the centers in responding to local conditions and new opportunities. The centers might be used for other types of training in addition to the fixed curriculum, such as short courses and seminars. This flexibility could attract additional support to the centers and cover a broader range of skills, including those more common to employed women.

Second, the basic system reform objectives could be reformulated and broadened. Training for traditionally female job skills (e.g., secretarial, commercial, nursing, teaching) is found mostly outside the vocational education system, in secondary schools and private institutes. The private sector demand for skills and the young person's career opportunities are not limited to traditional vocational training. A broad-based approach to workforce development and skills training would include trade and vocational skills,

skills traditionally stereotyped as women 's work, and basic workforce skills that cut across specific occupations and prepare workers for “lifelong learning.” It also would seek to break down the segregation between training for men’s work and women’s work that reduces options and flexibility and places women at a disadvantage.

Recommended Actions

Monitoring and assessment of gender relations and of gender differences in results continues to be an essential part of implementation of the education strategy.

- Continued disaggregation of all indicators and education statistics. Reforms in the education system and changes in the economic and social context may change the present gender balance in access and achievement
- Periodic documentation and assessment of effectiveness of basic education alternative delivery systems for boys and girls. Gender equity is essential in these innovative programs introduced to counter the deficiencies in the existing system.
- Periodic documentation and assessment for boys and girls of effectiveness of programs to increase access at the pre-school and secondary levels. Program design, implementation and indicators should take account of differences in the expectations of the community, parents, and students about education, and the barriers to school attendance, for boys and girls.
- Assessment and correction of gender bias in education standards and testing. USAID will support the MOE in developing standards and mechanisms to measure education quality. USAID should carry out the necessary research to affirm that the tests are free of biases related to gender or ethnicity.

Specific actions are recommended to increase the quality of basic education and training.

- Attention to the messages transmitted about gender roles and relations in development of the MOE and EDUCATODOS curriculum for grades 10 and 11. The curriculum at this level may serve as a tool to present young women and men with options for work and family life that counter traditional gender relations.
- Attention to messages transmitted about gender roles and relations in development of the pre-school curriculum and interactive radio programs.
- Broad-based approach to reform of the vocational education system, within the context of a demand-based model for skills development with explicit attention to workforce preparation for both men and women.
- Attention to issues of self-esteem and awareness of gender roles and relations as a part of teacher training programs. Teachers in the primary grades, many of whom are young women, are important role models for young children. They transmit their understanding of gender, often in subtle ways, including their own sense of

self-worth. In its management of the Central American Center of Excellence for Teacher Training, USAID/Honduras may consider including activities to strengthen the teachers' self-image to increase their effectiveness as teachers and in socialization. Gender awareness training might also be included in the program to help teachers understand the gender messages they are transmitting to their students.

Strategic Objective: More Effective, Accountable, and Transparent Democratic Governance with Greater Citizen Participation

The USAID/Honduras new democracy and governance strategy focuses on fostering more transparent and effective democratic processes at both the national and local levels. The Mission will continue to support the implementation of the Criminal Penal Code, strengthening of the Public Ministry, and increased participation in judicial sector.

Recognize and Support Efforts to Combat Domestic Violence

In terms of the national women's agenda and rule of law, there has been a particular focus on domestic violence, including an Anti-Domestic Violence Act that has been gaining momentum since it was enacted four years ago. The Honduran government, the Honduras Human Rights Commission, many G-15 members and national/international NGOs are highlighting violence, and in particular domestic violence, as a critical issue for attention. Although USAID/Honduras does not identify domestic violence as a major theme in its democracy and governance strategy, efforts within the existing programs will have an impact on anti-domestic violence programs. USAID needs to pay closer attention to these efforts, study their impact, and share this knowledge with their Honduran and international partners.

What USAID has done to facilitate a more effective judicial system for battered women: The support of USAID/Honduras in strengthening the Public Ministry has brought about a more effective representation of women in cases of domestic violence. USAID was instrumental in the creation of forensic medicine clinics associated with the Public Ministries in Tegucigalpa and San Pedro Sula. The clinics are now registering cases of battered women syndrome that can be used as court evidence. These efforts are potentially very important, as one of the major barriers for a woman attempting to make a case against her batterer is lack of sufficient and formal evidence. USAID/Honduras should study the effectiveness of this forensic data, investigate the potential for expansion of forensic medicine documentation throughout the country, and consider programming to provide additional mechanisms to diminish legal barriers for transferring documentation to courts.

USAID/Honduras has also been influential in the creation of special prosecutors in the Public Ministry. Regarding gender, the special prosecutors for Women, or *Fiscalías de la Mujer*, in Tegucigalpa and San Pedro Sula are seeing an increasing number of women coming forth to denounce their batterers. The results of the legal process have been disappointing, however. Cases move slowly through the courts. Multiple legal barriers exist to cause women to drop their cases before they come to trial. In addition, when

following a suit through the Fiscalías de la Mujer, women are often forced to drop cases because of lack of evidence collected by the police or “charges” to cover the cost of police investigation of the crimes.

In the upcoming democracy and governance strategy, USAID/Honduras could take a more proactive role in guaranteeing the effective enforcement of national and international law that condemns violence against women. Specific action that would strengthen the current Anti-Domestic Violence Act is support for training for police and local courts. These trainings should be developed to inform authorities of domestic violence law, what their responsibilities are and what the procedures are to carrying out justice.

Expanding Women’s Participation in the Democratic Process – the 30% Quota

USAID/Honduras’ Rule of Law strategy supports electoral reforms within the current two party political system. In recent years, USAID, working with civil society organizations, has been effective in opening new transparent forums for the selection of public officials. In the case of the nomination process for the Supreme Court, for example, the more open and transparent process produced very positive outcomes, resulting in a Court with strong representation of women. This is very impressive, when one thinks that women in Honduras were first allowed to vote only in 1954.

In other elections, both at the national and local level, the national women’s movement was instrumental in including a provision in the new Equal Opportunity Law that requires each political party to have at least 30 percent of the positions on their candidate roster filled by women in “electable” positions. This policy was first used in the 2001 elections, but the results were negative. Fewer women were elected to office under this rule than without it. The results warrant a closer examination. As part of the effort to support reform of the electoral process in Honduras, USAID/Honduras has an opportunity to work with the civil society groups to understand, consult with, and make recommendations concerning this rule that was intended to broaden the representation of party platforms.

The idea of mandating representation of women in the electoral process is not a new concept. In other countries in Latin America, the quota has been instrumental in widening women’s access to politics. In some countries, setting quotas for a minimum representation has been shown to be an effective mechanism to diversify the traditional suite of candidates drawn from the male elite and to bring new voices into the debates. In others, the effect has been negative. Women are included on the party lists but near the bottom so they offer no threat to the traditional candidates at the top of the list. In the case of Honduras, USAID should investigate questions such as whether the parties considered placement when listing female candidates, the extent to which the parties in fact complied with the rule, and perception of the 30 percent rule as a maximum as well as a minimum level for female participation. Considerable documentation exists of the experience in other LAC countries to serve as a starting point for the study. (See appended references.)

Studies have shown that men and women move into roles of power through different channels while they move up through the same party system. Placing a bias on women's participation is a symbolic first step towards reaching a more balanced representation in the Honduran national and local political scene. USAID/Honduras has an opportunity to continue this momentum.

Municipal Development

The USAID/Honduras Municipal Development Program will continue to strengthen community participation and leadership capability at the local level. Through training and technical assistance the program has contributed to building capacity for governance and administration. The strengthening of AMHON as an organization to represent and support municipal leadership at the national level also has been a significant achievement.

With the change in the law to require independent election of mayors, more women are moving into positions of power at the local level. As indicated by the formation of the *Alianza Nacional de Mujeres Municipalistas de Honduras*, as an affiliate of AMHON, there are gender differences in patterns of participation and management of public space. Differences in socialization, cultural patterns of male dominance, women's position within the national parties, and gender differences in paths for entering the political arena, women in municipal leadership positions perceive themselves as having unique interests and requirements.

Being elected into office is not to say a woman is prepared to navigate the traditional power structures. USAID should continue to support leadership training specifically for women who are municipal leaders to strengthen their capacity to compete effectively in politics. Providing training through the association of women "*municipalistas*" will serve to strengthen this organization and also create forums for mutual support among female leaders that cuts across party lines..

Consider the implication of "female participation"

Through the course of the past decade of support to municipalities and efforts to increase citizen involvement in municipal affairs, the participation of women in local committees and town meetings has increased. USAID partners have made a direct effort to recruit women to participate in the local forums and in training. All citizens, women and men, are more likely to become engaged in local affairs and problems that affect their daily lives than in national issues that are remote and controlled by untouchable elites. With increased decentralization of services in areas like education, health, water/natural resource management, etc. that are central issues for local women, direct efforts to engage women should increase.

Citizen participation is not simply a matter of attending meetings, however. Participation also implies voicing concerns, organizing around issues, having a role in decision-making, taking action to support the school or the clinic, etc. There are gender differences in the socialization for participation and in the constraints on public activities.

For example, women are often reluctant to speak in public, they are likely to defer to men in organizing and leading meetings, they may have less experience than men in managing activities. Women and men are often not available at the same time for meetings or training, because of household responsibilities. To increase the effectiveness of local training and technical assistance in reaching women, direct attention should be given to gender differences and incorporated into the training. Monitoring of participation, disaggregated for men and women, in terms of leadership, decision making, concrete actions, rather than attendance only, will provide useful information for identifying gender-specific constraints and effectiveness in meeting them.

Recommended Actions

- Support efforts to enforce the anti Domestic Violence Law through training of police and judges at the municipal level, and through development of procedures and collection of evidence in the Fiscalía.
- Provide an assessment of the experience to date with the 30 percent quota requirement for elections, and support women's civil society organizations in development of amendments and/or reforms for the rule.
- Support women in positions of authority in the municipalities with leadership training. Consider support of the association of women *municipalistas*, as a tool for strengthening and encouraging women to take a more active role in the municipalities.
- Take account of gender differences in the design, implementation, and monitoring of programs to build the participation of local residents in municipal activities, and in the management of decentralized services.

Next Steps for USAID/Honduras

The Gender Assessment and Action Plan are only the first of several requirements for gender integration under the ADS. To meet these requirements, and to effectively integrate gender considerations into programming, actions in the area of gender need to be a continuous and on-going Mission function.

Recommended Actions

- Build on the gender assessment to develop a sector-focused assessment, directed to the specific objectives and activities of the SO Team, including availability of data and historical patterns of change. Work with NGO and Government counterparts to understand their approach to gender integration.
- Develop indicators to monitor and track key gender relations and their relationship to program results, as well as changes in the status of women. As a team use the indicators on a consistent basis and make adjustments in implementation as necessary.

- Use the above gender analysis in the activity design process to ensure that gender considerations are included appropriately in procurement solicitations and evaluation criteria.

ANNEX A SCOPE OF WORK

GENDER ANALYSIS PERFORMANCE WORK STATEMENT

I. BACKGROUND

Both Honduran men and women face numerous challenges to personal advancement and full economic, social and political participation for themselves and their families. As of the year 2000, the Government of Honduras estimates that about 2/3 of all Honduran households live below the poverty line. Of this total, female-headed households fair worse than male-headed households. One of the greatest barriers to progress for all Hondurans is their education level. Indicators clearly show that individuals with less schooling have lower incomes and more health issues. People in rural areas have less formal schooling. Adult illiteracy in Honduras is almost 20% (22% for males and 17% for females). More significantly, illiteracy is much higher in rural areas (28%), as compared to urban communities (11%). Nationwide, however, school enrollment rates are roughly equal for girls and boys, with girls generally outperforming boys slightly. Access to primary schools is not an issue, but access to both pre-school and secondary school is problematic for all--with only 24% coverage for pre-school and 35% for grades 7-9. Boys frequently experience greater pressures to help their families generate income and are more likely to drop out of school after age 14 than girls.

Honduras suffers from high fertility rates that further erode family incomes. The problem, again, is most acute in rural areas. Uneducated rural women have on average 7 children, though the national average is about 5. In the cities, women have only 3-4 children. The number of years of schooling directly impacts the number of children a woman will have. For example, the fertility rate for women with over 7 years of formal education is 2.8 vs. 6 for women with 3 years, or less, of schooling. Furthermore, maternal mortality is considered quite high in Honduras with 108 deaths per 100,000 live births.

In addition to high maternal mortality rates, Honduras is well known as the center of the HIV/AIDS epidemic in Central America. Between 1985 and 2000, over 7,100 men and 4,600 women have died of AIDS.

To address the needs of rural and urban poor, USAID/Honduras has supported and continues to support a variety of sustainable development programs. In one way or another, all these programs promote the advancement of Honduran men, women and children. In some sectors, such as micro-enterprise, the majority of USAID beneficiaries are women. In sustainable agricultural activities, both men and women participate in traditional and non-traditional roles on model farms. Alternative basic education programs help people of all ages obtain up to a 9th grade education. Some health activities focus more on women and others on men or on children. Many USAID programs help all citizens, such as those in municipal development, water/sanitation, and justice sector reform.

Under the current portfolio, the Mission has six Strategic Objectives and one Special Objective: Economic Reactivation Meeting the Needs of the Poor; Improved Management of Watersheds, Forests and Protected Areas; Sustainable Improvements in Family Health; Strengthened Rule of Law and Respect for Human Rights; More Responsive and Effective

Municipal Government; Improved Opportunity to Obtain Basic Education and Vocational Skills; and Critical Hurricane Reconstruction Needs Met (a Special Objective – which is being phased out).

USAID/Honduras is currently developing a new Country Strategic Plan (CSP) for 2004-2010. The Mission's Concept Paper for this CSP, approved in Washington in May 2002, proposes a close alignment between the USAID program and the Government of Honduras's (GOM) *Poverty Reduction Strategy Paper* (PRSP) as well as the *Plan de Gobernación* (2002-2006) and US foreign policy. The organizing principle of USAID/Honduras' new strategy is to support Honduran efforts to achieve sustainable poverty reduction through economic growth with an emphasis on an enabling environment for trade, investment, economic diversification, and democracy.⁸

The strategic direction we propose encompasses the following principles:

- Build on the existing political leadership's clear commitment to creating the enabling environment for economic growth and competitiveness, as well as their commitment to fostering the good governance needed to achieve these economic objectives.
- Shift the focus of our program from infrastructure and service delivery to policy reform. In this way, we can maximize the impact of a relatively smaller budget than we have had in previous years. The feasibility of this approach lies in the commitment of the Maduro administration to policy reform.
- Invest in people to prepare them to participate in the economic and political life of the country. A healthy, educated workforce is needed if the Honduran worker is to be sufficiently productive to attract the kind of quality investment that will result in higher incomes.
- Build public-private partnerships and private sector partnerships to leverage the impact of our program resources. This approach embodies initiatives such as the Global Development Alliance, Opportunity Alliance, as well as building on the solid base of donor coordination we developed during the Hurricane Reconstruction Program.

The Strategic Plan must reflect attention to gender concerns. Unlike other analyses, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID/Honduras requires that appropriate gender analysis be applied to the range of technical issues that are envisioned in the development of the Strategic Plan. Addressing these issues involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.

Accordingly, as part of the strategy design process, the Mission is seeking expertise to help inform and shape a strategy that takes into account men, women, youth, boys, girls, and the underlying socio-cultural constructs, in addition to marginalized or disadvantaged groups (e.g., indigenous populations, the Garifuna, people with disabilities).

II. PURPOSE OF WORK

The purpose of this Scope of Work is to obtain the services of one ~~local hire~~ expert consultant. The consultant shall work closely with Mission staff and program implementers to assess the existing USAID program portfolio, outline the main areas where gender

⁸ The last Mission strategy with full technical analyses, including gender, was done in May 1997 (updated in 1998).

and/or other issues exist, and formulate detailed recommendations on how gender (and to the extent possible any other disadvantaged group's) considerations can be integrated into the Mission's future country programs. This should also include recommendations on how the Mission should transition to current portfolio to address these considerations.

III. TASKS

The primary tasks of the consultant are to:

A) Carry out a Gender Assessment and, based on this, design a Gender Action Plan.

- Assess the Mission's present and proposed strategic frameworks, results framework, and the program portfolio and assess potential gender and other issues in a future portfolio and/or strategic framework.
- Produce an assessment of possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs of the new strategy. The assessment is to be organized and shaped by:
 - USAID/Honduras Results Framework;
 - Agency and Mission's approach to mainstreaming gender; and,
 - USAID's evolving 2004-2010 Strategic Plan.
- Based on this assessment, design a Gender Action Plan (the "Plan"), which lays out the steps for mainstreaming gender and other groups in Mission policies and activities. The Plan should be practical and address the perspective of both technical and support offices. The detailed USAID/Honduras Gender Action Plan shall address fully the requirements of Agency Directives. It should include, *but not be limited to*, the following elements:
 - The Gender Assessment described above.
 - Technical advice on development of the Mission's new Strategic and Results Framework to reflect the key role of gender and other considerations in the achievement of USAID goals.
 - A description of the key role of gender for each Strategic Objective.
 - Recommendations on indicator development, data collection and analysis disaggregated by sex, (and possibly by other groups).

B) Review Strategic Plan during final drafting phase, providing comments and recommendations to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

IV. METHODOLOGY

1. Prior to beginning field research, review documents to be forwarded to consultant by the Mission, G/WID, etc. Documents will include Agency and Mission policy and planning documents, such as the current Strategic Plan, Washington approved Concept Paper, strategic planning documents developed to date, and Congressional Budget Justification/Annual Report; background information on gender issues in Honduras, such as UNDP and GOH reports (some in Spanish) and other in-country data; gender assessments and gender action plans from other countries or regions, which can be used as a reference source by the consultant.
2. In carrying out the data collection phase, the consultants shall interview the following people/organizations and collect related information:

- Members of the Missions' SO & RP Consultants, including representative of OCM, OFM and SPS Offices.
- A sample of USAID implementors, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
- A sample of USAID-funded NGOs, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
- A sample of other NGOs, labor groups, etc., as identified by the Mission* and the U.S. Embassy Labor Attaché (in order to facilitate appointments), and approved by the Mission.
- Major donors or other international organizations which have important gender programs in Honduras, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
- A sample of Government of Honduras representatives, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.

* It is intended that these meeting be a consultative rather than directed process

3. All work shall use the gender approach of the newly revised USAID Strategic Plan and other USAID guidelines on gender integration and analysis (e.g. ADS 200).

V. DELIVERABLES

Gender Assessment & Action Plan:

The Gender Assessment and Action Plan will use the data from interviews and secondary sources to assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington. While USAID is reluctant to ascribe a page length, it is expected that a concise well designed document focusing on an analysis of the different roles of men and women, the relationship and balance between them, and the institutional structures that support them, will be of most utility.

- A preliminary draft shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies). The recipient, through the office of Strategy and Program Support (SPS) will provide written comments to the Consultant electronically within 5 working days of receipt.
- A revised draft Gender Assessment & Action Plan, incorporating Mission input shall be submitted to the Mission, not later than 5 working days after receiving the above comments. The Mission shall provide any additional written comments electronically within 5 working days of receipt of the revised draft.
- The Final Gender Assessment & Action Plan will be submitted to the Mission within 3 working days after receiving comments on the revised draft.

Strategic Plan Input:

The Gender Assessment and Action Plan will be used as the basis for the Consultant to review and suggest improvements to the draft Strategic Plans to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

VI. ESTIMATED LEVEL OF EFFORT

It is anticipated that the services of a bilingual (Spanish/English) consultant will be required for up to 30 work days. The Consultant will be authorized up to three days for preparation beforehand, twelve days for field research, and five days to complete the draft and final Gender Assessment and Action Plan documents. Ten additional work days will be authorized for review of the draft 2004-2010 Strategic Plan and to generate recommendations. A six-day workweek will be authorized if necessary.

Timeframe:

- Preparation phase will be completed by **Oct. 25, 2002**
- Field Research phase will be completed by **Nov. 18, 2002**
- Final Report submission will be no later than **Dec. 2, 2002**
- Final Review/Recommendations for draft 2004-2010 Strategic Plan by **March 7, 2003**

Total LOE will be up to 30 days.

VII. PERFORMANCE PERIOD

It is anticipated that this work will begin on/about Oct 22, 2002. The work will be completed by March 7, 2003.

VIII. TRAVEL AND PER DIEM

- A maximum of two weeks in-country per diem for consultant for travel outside Tegucigalpa as per FAM.

IX. REPORTING REQUIREMENTS

The consultants will work closely with the USAID/Honduras' Strategy and Program Support (SPS) Office Deputy Director and the Mission Gender Coordinator who will provide oversight while in-country. Entry and exit meetings of the consultant with the Mission Director or his representative will be organized on a time available basis and as necessary. All technical assistance (TA) deliverables will be provided to the Mission for comment.

X. SELECTION CRITERIA

Experienced social scientist in development studies, sociology, anthropology, political science, economics, or related field. Research, especially at the field level, particularly relevant. Minimum of 15 years in international development with significant experience in Latin America (particularly recent experience in Central America). Candidate should have significant recent experience with gender analysis in the development context and in other USAID/Honduras sector areas.

In-country and regional experience is highly desirable to minimize background information phase, as is experience with USAID's approach to gender analysis.

Amendment to Honduras Gender Analysis Performance Work Statement
October 22, 2002

G/EGAT/WID, through its task order with DevTech Systems, is pleased to respond to the recent request for technical assistance in Gender Analysis from USAID/Honduras. In our response, all parts of the attached Mission Statement of Work, including Purpose, Tasks, Methodology, and Reporting Requirements are unchanged, except for the following proposed changes in staffing and timing of deliverables..

Proposed Revisions:

Two major revisions are anticipated for the USAID/Honduras Statement of Work. First, given the tight timeframe for the assessment prior to the synthesis work on the new Mission Strategic Plan in December 2002, two consultants rather than one are proposed for 10 working days each in the field. The two consultants will collaborate on the broad gender assessment and action plan, but will divide responsibilities for the sectoral assessments and work with the Strategic Objective teams in developing plans for gender integration by sector. A significant part of the second week of the time in-country will focus directly on work with the SO teams to insure that gender considerations are incorporated into their draft strategies in a timely fashion.

The second revision comes in terms of the timing of the deliverables. Again in response to the timing of the IMR assistance with the preparation of the strategic plan between Dec. 2-13, the first deliverable for the gender analysis team will be the Gender Action Plan, referenced to the emerging strategy for each SO. We are proposing that the draft of this document be completed no later than December 1. If appropriate or needed, Ms. Lambert will return to Honduras for three working days during the time that the IMR team is working with the teams, to respond to strategic issues related to gender, as they arise. The final draft of the Gender Assessment will be completed no later than December 15, and the consultants will provide a final review and recommendations for the draft 2004-2010 Strategic Plan by March 7, 2003, as stated in the original Statement of Work.

Deliverables:

Before departing Honduras, the team will prepare an outline and oral presentation for the Mission on key points in the assessment and general guidelines for the Action Plan, as well as the draft of the main points for gender mainstreaming in each SO for the new strategy.

Final draft of the Gender Action Plan and report for gender mainstreaming for the strategy, by strategic objective, no later than December 1.

Final Draft of the Gender Assessment and Action Plan delivered no later than December 15.

Final review and recommendations for the draft Strategic Plan, by March 7, 2003.

Team (CVs attached):

Virginia Lambert will serve as team leader, with primary responsibility for submission and finalizing of the deliverables, and sectoral responsibility for Economic Reactivation, Watershed Management, and Basic and Vocational Education. Sarah Porter will have sectoral responsibility for Family Health, Rule of Law, and Municipal Government. (These sectoral divisions may be adjusted depending on the size and complexity of the various Strategic Objective plans, and the extent to which gender and other socio-cultural characteristics already have been taken into account.)

Ms Lambert is a social scientist and gender specialist with more than 15 years of experience in international development, USAID, and Latin America. Sarah Porter holds a MPH degree and has 7 years of experience in international development with an explicit focus on gender issues in Latin America. As a former Peace Corps volunteer in Honduras, she has a wealth of first-hand knowledge of the country. Both are native English-speakers and fluent in Spanish.

Timeframe and Performance Period:

- Preparation phase completed by Nov. 12, 2002
- Field work completed by Nov. 25, 2002
- Draft Action Plan and SO gender plans completed by Dec. 1, 2002
- Potential in-country work with IMR team, completed by Dec. 13, 2002
- Final draft of Gender Assessment and Action Plan, Dec. 15, 2002
- Final review of new Mission Strategic Plan, March 7, 2003.

ANNEX B
PERSONS AND INSTITUTIONS CONTACTED

USAID/Honduras	USAID/Honduras (cont)	Educatodos
Alex Dickey, Deputy Mission Director	Lisa Luchsinger HIV/AIDS	Vilma Ruth Mendez Executive Director
Douglas Ball Supervisory Program Officer	Eduardo Chirinos Project Development NGO/PVO Liaison	CARE Becky Ann Myton Food Security Coordinator and Environmental Advisor
Armando Busmail Senior Program Specialist, Agriculture and Natural Resources Office	Carmen Zambrano Project Devel. Officer	Raúl Iglesias Rovelo Manager EXTENSA Project
Carlos Solis Project Develop. Officer and Gender Specialist	Christopher Cushing Supervisory Project Development Officer	CADERH Martha Ivonne Romero Executive Director
Bradford Fujimoto Democracy and Governance	Catherine Niarchos Democracy and Governance	Director, Vocational Center, Comayagua
Robert Maushammer Development Economist	Sonia Zacapa Democracy and Governance	Fundación Coveló Anibal Montoya Loan Manager
Duty Green Donor Coordination	Meri Sinnitt Health, Population, and Nutrition	Swedish Embassy of Guatemala Ina Eriksson First Secretary, Honduras Cooperation
Glen Pierce-Oroz Democracy & Governance, Municipal Development	John Rogosch Health, Population, and Nutrition	
Denia Chavez Democracy & Governance, Municipal Development	Peter Hearne Natural Resources and Environment	Zamorano Peter Doyle Coordinator, Development and Environment Program
Ray Waldron Economic Growth and Environment	Ramon Alvarez Natural Resources and Environment	Mayra Falck Professor and Researcher Development and Environment Program
Leyla Gaytan Economic Growth	Diane Leach Education	
	Ned van Steenwyk Consultant, Education	Marco Granadino Professor, Development and Environment Program

<p>UNDP Juan Carlos Benitez Program Official</p> <p>Centro de Desarrollo de Agronegocios (CDA) Marcko Theodoracopoulos Production Specialist</p> <p>David Lopez Processing Coordinator</p> <p>National Commission for Human Rights Lolis M. Salas Montes Coordinator of Gender Program</p> <p>(Universidad Tecnologica Centroamericana) Unitec Ramon Sarmiento Vice Rector of Municipal Extension and Community Development</p> <p>Silvia Maria Austria Pineda Program Coordinator</p> <p>Aid to Artisans Guillermo Valle National Director</p> <p>Katherine Agurcia</p> <p>Cristina Hernandez</p>	<p>National Institute for Women (INAM) Marylena Arita Fu Technical Director</p> <p>Ritma Loida Cloter Coordinator Health Area</p> <p>Municipality of Progreso, Yoro Nelly Soliman de Anarviva Mayor Lilia Seron, Office of Women</p> <p>UNICEF Atonella Scolamiero Program Coordinator</p> <p>Marta Obando, Prog. For Women and Children</p> <p>Despacho Presidencial MSC.Rocio Tabora Sub-Secretaria del Estado</p> <p>ESNACIFOR Roberto Medina Director of Training</p> <p>Public Ministry Sara Sagastume Fiscalia de la Mujer</p>	<p>Supreme Court Abogada Vilma Cecilia Morales President of the Court</p> <p>US Embassy Derrick Olsen Locha Suarez</p> <p>Center for Rights for Women Maria Antonia Martinez Director</p> <p>Center for Women's Studies (CEM) Suyapa Martinez Amador Director</p> <p>Secretary of Finance Melissa Quiroz</p> <p>FOPRIDEH Jose Leon Aguilar President of Board of Directors</p> <p>Ashonplafa Carlos Morlacchi Executive Director</p> <p>Ada Luz Berlioz Supervisor of Siguatepeque/Comayagua Region</p>
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ANNEX C

DOCUMENTS CONSULTED

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